

# Northumbria Research Link

Citation: Pickard, Rob (2008) Conclusions. In: Sustainable Development Strategies in South-East Europe. Council of Europe Publishing, Strasbourg, pp. 203-218. ISBN 978-9287163714

Published by: Council of Europe Publishing

URL:

This version was downloaded from Northumbria Research Link:  
<http://nrl.northumbria.ac.uk/id/eprint/2847/>

Northumbria University has developed Northumbria Research Link (NRL) to enable users to access the University's research output. Copyright © and moral rights for items on NRL are retained by the individual author(s) and/or other copyright owners. Single copies of full items can be reproduced, displayed or performed, and given to third parties in any format or medium for personal research or study, educational, or not-for-profit purposes without prior permission or charge, provided the authors, title and full bibliographic details are given, as well as a hyperlink and/or URL to the original metadata page. The content must not be changed in any way. Full items must not be sold commercially in any format or medium without formal permission of the copyright holder. The full policy is available online: <http://nrl.northumbria.ac.uk/policies.html>

This document may differ from the final, published version of the research and has been made available online in accordance with publisher policies. To read and/or cite from the published version of the research, please visit the publisher's website (a subscription may be required.)



**Northumbria  
University**  
NEWCASTLE



**UniversityLibrary**

## Conclusions

*Robert Pickard*

### 1. Overview of the reports

Bearing in mind the potential role to be played by the heritage in sustainable development of the European continent, the various representatives of the beneficiaries of the Council of Europe's Regional Programme for South-East Europe (RPSEE) have presented the situation and progress made in this sphere. Particular reference was made to four issues:

- *The legal and policy framework*: reference to sustainable development and the role of the heritage and the public in this context.
- *Organisational structures*: the existence and organisation of public-private partnerships and the creation of co-ordination bodies.
- *Methods of funding*: sources of public and private funding.
- *Implementation and monitoring tools*: implementation of the various components of action programmes/plans including monitoring and evaluation.

These issues must be seen as key ingredients in developing sustainable strategies with particular reference to proposed pilot projects which are to be developed through the Regional Programme for South-East Europe. The current situation may be summarised as follows.

#### *Legal and policy framework*

There is little evidence of sustainable development obligations being specified in heritage legislation but some evidence in other areas of law. For example, in Bosnia and Herzegovina the term sustainable development appears in several legal texts dating from 2003 (environmental protection, nature protection, water protection, air protection and waste management) where the measures are designed to ensure all the conditions needed for protection, preservation and improvement of the environment are based on the principles of sustainable development. In Serbia the concept of sustainable development is considered in laws on environmental protection including in relation to the natural heritage, planning and development, environmental impact assessment and the control of pollution. In Croatia physical planning legislation is based on sustainable development principles (according to Article 3). The spatial planning law adopted in Kosovo also supports the concept of sustainable development.

In Bulgaria the Constitution identifies that ratified international conventions will supersede domestic legislation including those relating to cultural heritage and sustainable



development, thus providing the preconditions for the endorsement into practice of policy of sustainable development through cultural heritage. (Bulgaria was one of the first countries to ratify the Faro Framework Convention on the Value of Cultural Heritage to Society, 2005.)

Exceptionally, the Constitution of "the former Yugoslav Republic of Macedonia" refers to the key pillars of sustainable development, which are regarded as foundations in the establishment of the state. The national legislation relating to different sectors also provides the basic framework for securing sustainable development including the law on cultural heritage protection and laws on spatial and urban planning, environment, nature protection, tourism, development of economically underdeveloped regions and on a number of laws relating to environmental issues. Moreover, the impact of provisions reflecting the concept of sustainable development in the process of policy and decision making is recognised through integrated policies including for environmental and cultural heritage issues in other sectoral policies; in relation to access to information, awareness raising and public participation; and protection and prevention measures.

Although legislative principles relating to sustainable development are not fully developed, particularly in relation to heritage, there is a clear indication and a recognised need to develop strategies and policies that reflect the need for sustainable development including recognition of the role of heritage in this process. Some progress has been made in the majority of RPSEE countries.

In Albania the current government budgetary programme aims to secure the conservation and development of the national heritage with a particular objective of securing sustainable development of the cultural tourism in conjunction with local governments, civil society and local communities. Particular programme strategies have been identified including Tourism Development Strategy 2002-12 and the Action Plan for the Development of Environmental Tourism 2006-10. Macro zones for the development of cultural tourism are envisaged through a project for the littoral area, which is rich in cultural monuments, in conjunction with International Development Association. This aims to define holding capacities and plan infrastructure developments and consider the impact of economic development on monuments.

In Bulgaria the direction of development of the country during the period 2007-13 has been identified through the National Strategic Reference Framework (NSRF), which includes a priority area concerning "Raising the quality of life in the planning regions and their attractiveness by cultural heritage valorisation". Moreover, in the section on "Social development and social inclusion" it is recognised that heritage sites can provide opportunities for the development of tourism and a SWOT analysis has identified that the utilisation of the natural and cultural heritage has a role to play in encouraging stable growth and development. This is further emphasised in the National Strategy for Regional Development 2005-15 and the Operative Programme "Regional Development" 2007-13, which looks to the realisation of balanced and sustainable development, as well as the National Environmental Strategy.



An emphasis on a "living heritage" can be seen in Croatia. Policy and strategy documents in the field of physical planning dating from 1997 and 1999 follow the principles of sustainable development, and physical plans are subsequently formulated in accordance with the guidelines. Moreover, cultural and natural heritage were evaluated as a significant developmental resource. Further strategies endorse this viewpoint including a macroeconomic development strategy initiated in 2002, the Strategy for Cultural Tourism Development, 2003 and the Programme for Rural Area Development, 2005. Furthermore, the cultural and natural heritage is a significant and obligatory component of physical planning (whereby the competent heritage authority can veto the approval of plans in relation to necessary safeguards). The public has a role to play and citizens can contribute to the process of maintaining a living heritage by contributing viewpoints in the formulation of plans and strategies. The heritage is recognised as a resource for investment and tourism.

A new Integrated Conservation Strategy for Cultural Heritage in Kosovo adopted in July 2006 marks a beginning of action to develop mechanisms to maintain and conserve the cultural heritage on a sustainable basis taking into consideration economic and social issues. With the approval of the law on cultural heritage in 2006, which will assist the development of integrated and sustainable approaches, this marks a new chapter although it will take some time before necessary logistical and institutional reforms can enable sustainable approaches to managing the heritage can be implemented.

A new "National Strategy for Sustainable Development" for the Republic of Montenegro is to be adopted by the end of 2006. This aims to ensure interdependence of economic, social and environmental goals at all levels of administration and is regarded as a framework strategy within which existing and future documents should be harmonised. These include a programme for development of mountain tourism in the northern and central regions of Montenegro (2004), which advocates a balanced approach to tourism development including in relation to natural and cultural attractions, and a Strategy of Agriculture and Rural Development (2005), which seeks to secure sustainable rural development and resource management including through the protection of tradition and cultural heritage in the countryside. The National Council for Sustainable Development was established (in 2002) as an advisory body to the government to develop legislation, policy, measures and indicators of sustainable development and a small Office for Sustainable Development has been established as part of the Prime Minister's Office to assist in co-ordinating mechanisms and for channelling the sustainable development approach into all areas of competence. At present policies on the cultural heritage await further development from the current goals of preservation and conservation as to its use for the purpose of sustainable development.

In Romania there is a plethora of laws for planning, building control, heritage, protected areas, and so on, but a lack of strategies in relation to sustainable development. Apart from strategic planning documents, which include policies on protected areas, SWOT type analysis is used to respond to the needs of local development including "justifying



studies" such as impact studies, traffic studies, historical studies and so forth, and management plans have been developed for nature reserves and world heritage sites.

In Serbia there has been a lack of strategic policy documents in relation to sustainable development until recently. Of significance most of the governmental attention concerning the cultural heritage has focused on technical protection and conservation. However, a new direction was announced in 2006 which aims to implement European conventions in relation to the treatment and use of the heritage as a social resource and also to adopt integrated management mechanisms. Furthermore, a "National Strategy for Sustainable Development" aims to provide a strategy for the next ten years with particular reference to the natural heritage. This strategy also has regard to cultural tourism as a factor for development with a proposal to establish a pilot project based on the principles of sustainable development and the use of the natural heritage as a fundamental resource. However, there remains a lack of defined co-ordination methods with the competent authority responsible for cultural heritage.

"The former Yugoslav Republic of Macedonia" is currently preparing a "National Strategy for Sustainable Development", which is being co-ordinated through the Ministry of Environment and Physical Planning and the Institute for Sociological, Political and Social Research. Progress has already been made in the field of urban and spatial planning through programmes for the implementation of plans based on the Spatial Plan of Macedonia – Strategy for Sustainable Development. In the field of heritage, the National Programme for Culture has established the cultural heritage as a significant factor for development including through cultural tourism, revival of crafts and events and specific pilot projects. A national strategy for the protection and usage/revitalisation of the cultural heritage is also in its final stages of preparation and a pilot Programme for Revitalisation of the Old Skopje Bazaar (2004-09) has been implemented with a view to providing a manual of good practice for integrated protection and investment of other similar future projects.

Apart from the Old Skopje Bazaar example a number of other countries have development projects or management plans for specific areas that aim to use the heritage as a factor of development (see below). In general, however, the ability to implement the projects requires a wider consideration of public and private sector co-ordination.

### *Organisational structures*

The idea of developing organisational structures such as co-ordinating bodies or other partnership arrangements between the public and private sectors to share responsibilities for funding and action for development programmes concerning the heritage is still at an early stage in the RPSEE participants. Sometimes this remains a concept or desire, sometimes it is evidence of concrete co-ordination mechanisms which can be seen but are not fully evolved.



In Albania the National Strategy of Social and Economic Development envisages co-operation with partners on issues relating to environmental protection in its broadest sense – the Environment Strategy, based on the principles of sustainable development is to be developed in an integrated way taking into account economic, social and environmental issues including the cultural heritage. However, there is little evidence of co-ordinated projects and partnering. One example is in relation to the historic city of Gjirokastra, which faces considerable problems particularly in relation to the transference of activities from the centre to the edge of the town, with a detrimental impact on the historic area. The Institute for Cultural Monuments and the Packard Foundation have created a board "to save Gjirokastra" under the direction of the Minister for Economy together with the Director of the Institute, representatives of local and central governments and others including media and business interests represented via sub-boards.

No clear examples of public-private partnerships concerning heritage and development were identified in the presentation of the "National Report for Bosnia and Herzegovina". Moreover, there is no system in place to ensure adequate co-ordination and exchange of information between different ministries, and there is a lack of efficient procedures between different levels of authority. However, through the European Commission programme on regional cultural development five regional agencies have been established which aim to create a link with the private sector. Furthermore, USAID is assisting the development of a Tourism Clusters Programme to link tourist communities and prepare a Tourism Development Programme.

There is evidence of public and private sectors working together in Bulgaria through the National Council for Protection of Cultural Monuments, which includes specialists in conservation and restoration apart from such specialists from within recognised public institutions. More significantly public-private partnership arrangements exist in relation to the implementation of internationally funded projects such as USAID, the UN Development Programme and the EU's Pre-accession Phare Programme, which is assisting the development of Bulgarian cultural tourism. Such projects allow for the creation of a co-ordinating body – in the case of the Phare Programme projects the Phare Agency takes a lead role under the Ministry of Regional Development and Planning by organising contracts for private consultants, public relations experts and universities in relation to the preparation of terms of reference for projects, project presentation, promotion, training, implementation, monitoring, and so on. Such relationships are relatively new and communication problems can be encountered especially in relation to funding issues due to the relative inexperience of such public-private partnerships.

In Croatia there is little experience of public-private partnerships although it is expected to develop partner arrangements. One isolated example of potential for partnering was identified in relation to the renewal of depopulated and neglected "ethno-villages" and tourism development. The results of this action are not yet visible. Similarly in Kosovo public-private co-operation is envisaged but not yet evident – the "pilot project Peja" was identified as having potential for co-operation. In addition, in Romania it was iden-



tified that there was little evidence of public-private sector co-operation. There are no examples of NGOs or the private sector having a key role in the sphere of cultural heritage management concerning historic areas, sites and complexes in Serbia, but there is some recognition of the need for participation by the civil sector.

There is some experience of co-ordination mechanisms operating between different partners from different sectors within Montenegro. These include a co-ordination body for the implementation of an Integrated Coastal Zone Management Project, but this is limited to different levels of public authorities and NGOs. However, there is evidence that public and private sector sharing of responsibilities can be defined through contractual procedures and the National Council for Sustainable Development has been defined as a co-ordinating body consisting of public, private and NGO representatives, but there are no identified projects concerning this.

A concrete example of partnership has been indicated in the case of "the former Yugoslav Republic of Macedonia". The Law on Cultural Heritage Protection provides for the establishment of co-ordinating bodies with the potential to involve members from all interested stakeholders. The Co-ordination Committee for Revitalisation of the Old Skopje Bazaar has involved representatives from six ministries. More significantly the process of preparing planning documentation for the project has resulted in participatory bodies to secure the participation of different interests in decision making including the private sector. The project has been aided by the provisions of a special law for the protection and development of the bazaar, including archaeological and architectural heritage protection, and the economic and social function and potential of the bazaar has been recognised. A donor conference has been held to attract other funding partners and the need for private investment has been recognised to improve the bazaar and to secure its potential for the creation of employment and business. The experience of this project, which is expected to last over a five-year period 2004-09, is to be used as a manual for strategies and projects elsewhere.

### *Methods of funding*

The question of funding for projects remains a difficult issue for most of the RPSEE countries – with limited budgets from public sources and issues over transparency and control of activities in relation to foreign donors. Generally financial support measures are regarded as being insufficient. It is evident that more financial concessions or incentives are needed to induce private sector partners into projects. For example, the existing laws in Montenegro do not prescribe incentives which could stimulate private partners to invest in sustainable development projects, but the proposed law on cultural heritage intends to provide some tax exemptions for owners, occupiers and other stakeholders who invest in rehabilitation projects.

Donor contributions have been received in most countries including contributions from other countries, for example Albania (Germany), Bosnia and Herzegovina, Bulgaria (Austria, Belgium, United Kingdom, Germany, Monaco, Netherlands, Japan), Croatia



(Italy), "the former Yugoslav Republic of Macedonia" (Netherlands) and private foundations (for example, Packard Foundation in Albania, Messerschmitt Foundation in Bulgaria) and international organisations such as the USAID, UNESCO, UNDP, Council of Europe Development Bank, European Union (for example, via Phare, ERDF), World Bank, World Monument Fund, and so on. Problems have occurred in relation to interventions on monuments incorrectly carried out and without permission of relevant authorities (e.g. Albania, sporadic and badly organised). Moreover, there may be a problem defining a system for receiving donated funds (identified by Montenegro where direct beneficiaries dispose of donated funds themselves, for example, local authorities, NGOs).

Public sources of funding provided to induce action in heritage by the private sector is limited. For example, in Bulgaria no special assistance is provided except some negligible tax concessions. While the Cultural Heritage Law of "the former Yugoslav Republic of Macedonia" envisages domestic and foreign concessions for immovable heritage, this is limited to those heritage assets in state ownership. Romania provides a number of incentives through the law on the protection of historic monuments including certain property tax exemptions, tax exemptions concerning restoration work, loans with a subsidised low rate of interest and non-refundable credits. Croatia has an annual budget for cultural heritage renewal works through which applications for funding for projects are evaluated according to seven criteria.

There is limited evidence of public sources of funding being used to implement management plans and/or for the organisation of sustainable heritage projects. A specific example has been provided in relation to the Mehemed Paša Sokolović Bridge project in Višegrad, Bosnia and Herzegovina. The entity government of the Republika Srpska has provided €50 000 for activities to protect the Bridge, the municipality of Višegrad has provided €15 000 for the preparation of the management plan, and other funds have been provided or sought including grants from UNESCO and the Council of Europe and a commitment to provide money by the Government of Turkey. Other initiatives have been used to encourage investment including rent-free periods for selected tenants who are prepared to invest in the project. The Programme for Revitalisation of the Old Skopje Bazaar has also been developed through public funding of expert studies and programme documents and via the organisation of a donor conference for potentially interested investors – including representatives from foreign establishments, NGOs, the local authority, private owners and others.

*Implementation and monitoring tools (implementation of the various components of action programmes/plans including monitoring and evaluation)*

Many participants have programmes for covering environmental issues and sustainable development activities in a general sense, but not specifically in relation to the heritage. Even in the general approach difficulties have been experienced in project implementation and project management (Bulgaria, for example). However, a number of projects



have been identified in which, at minimum, preparatory actions have taken place. These include the following.

*Revitalisation of the Old Skopje Bazaar, "the former Yugoslav Republic of Macedonia"*

The project for the revitalisation of the Old Skopje Bazaar has been developed via strategic planning documents prepared by the co-ordinating committee with representatives from various ministries and independent experts, with the assistance of specific regulations. It centres on the bazaar as a cultural heritage complex with a view to safeguarding its characteristics while at the same time promoting crafts, traditional heritage, cuisine, authentic production and other business activities to ensure the complex survives as a living heritage. The aim is also to safeguard and create new employment opportunities. This is to be achieved by seeking new investment from private and other sources, as well as from the public sector, including for improving buildings and infrastructure.

This new initiative is based on the premise of public-private sector partnership including the generation of funding from a donor conference for proposed projects and shared forms of responsibility for actions.

The programme commenced in 2004 and has an initial lifespan of five years with the aim of producing necessary preparatory documents and analyses so that revitalisation activities can be realised by 2009. The aim is to develop a model for co-ordination of different partners so that the experience can be utilised for the development of sustainable strategies and implementation of projects in other segments of the heritage.

*Regional Development Programme for the Skadar Lake Region, Montenegro (and Albania)*

The Skadar Lake project is being developed as a pilot project within the Regional Programme for South-East Europe. Its basis is as an integrated socially orientated project for the lake area and it is a trans-boundary project with Albania. The area includes historic urban ensembles and reserves of flora and fauna and is therefore important in terms of both cultural and natural heritage assets.

An integrated approach is to be followed through four stages: development of the terms of reference, diagnosis of problems, defining the development strategy and creating an operational action plan. It is intended that the programme will include a baseline diagnostic study of activities and assets and issues relating to the area's development as the basis for formulating a sustainable development strategy over a ten- to fifteen-year period, as well as territorial development guidelines for the purpose of articulating development projects, spatial planning guidelines and the creation of master plans for a number of settlements and an investment map.

A Steering Committee is to be established with members from the four ministries (environmental protection, spatial planning, tourism and minorities' rights) and three municipi-



palities which proposed the project. A Project Implementation Unit is also to be established to co-ordinate activities. No monitoring or evaluation of the project has been undertaken at present as the project is still in the preliminary phase.

*Mehemed Paša Sokolović Bridge project in Višegrad, Bosnia and Herzegovina*

A management plan for the 16th-century endangered bridge, which connects pedestrians from the urban area of Višegrad with a protected green wilderness area on the adjacent bank of the River Drina, was adopted in 2003. This plan identifies a protection zone of 100 metres around the monument and a further buffer zone of 12.2 hectares around the protection zone and was devised initially for preparing the site as a candidate for inclusion in the World Heritage List. The protected area is also subject to various national and local development strategies and regional, urban and town planning documents.

The management plan envisages various activities to be co-ordinated in an integrated manner. These include conservation actions for the bridge itself, management of environmental impacts (particularly in relation to nearby hydroelectric plants and water resources), traffic and parking management, the development of bridge-related sustainable tourism activities as a potential generator of income for the area and strategies for social and economic regeneration. The enhancement of the bridge and related area is being viewed in terms of potential economic benefit from admission charges to the bridge and nearby museum and the development of other related activities including cafés, restaurants, souvenir shops, food, merchandise and retailing, and associated enhancement of land and property values and employment.

The management plan has determined the need to establish a Bridge Commission to act as co-ordinator and enabler of actions via an annual action plan programme of activities including awareness- and fund-raising activities. Funding has been raised from a number of international sources but the intention is to seek further sources of funding via tourism taxes, rents from properties and other external funds. The aim is for the project to be delivered within a five-year period (commencing by 2008).

It is intended to involve several public institutions in the delivery of the project as well as consulting and involvement by the private sector and local community. A system of monitoring progress by measurable indicators is to be developed.

*Ethno-eco villages, Splitsko-Dalmatinska County, Croatia*

A development project entitled the "Stimulation Programme for Renewal of Depopulated and Neglected 'Ethno-Eco' Villages" was formulated in 2005 in relation to the coastal and inner Dalmatia area of Dalmatinska Zagora, which comprises traditional architecture, cultural landscapes and intangible heritage elements. The aim will be to revitalise rural entities (whether protected as heritage assets or not) and the cultural heritage as a factor of identity and environmental development.



The objectives of the programme include renewal of different types of buildings, improvement of infrastructure, revival of traditional employment, products and crafts to assist in halting depopulation trends. Furthermore the area is to be promoted for tourism including the provision of accommodation for tourists. The programme is supported by the physical plan of the area and a specifically created Statute of Splitsko-Dalmatinska County.

The programme, to commence in 2006, envisages the renewal of, initially nine, villages in two phases. The first phase will largely concentrate on spatial planning, conservation and environmental studies, resolving property law issues and compiling a land registry and infrastructure improvements (access, communication and utilities, and so on) to be financed by the county and local authorities, citizen associations and tourism entities. The determination of the first phase villages is by competition and the completion of the first phase is the pre-condition for the second phase. The second phase concerns the renewal of buildings particularly relating to farms, crafts and agricultural manufacturing processes, to be financed directly by owners with the assistance of stimulation funds (such as loans or other resources).

The programme also envisages a partnership approach involving county and municipal local authorities, the tourist association for the county and local property owners (local inhabitants have also been active in the initiation process behind the programme). The project is being realised through a county committee of seven members in participation with national and county tourism offices and institutes of conservation and physical planning.

The project represents a new way of partnership operating between the public and private sectors, for which there is little experience thus far.

#### *Pejel/Pec pilot project, Kosovo*

Preliminary work has been conducted for the development of a pilot project under the Regional Programme for South-East Europe including contacts with the Swedish NGO, Cultural Heritage without Borders (CHwB), to organise a working group, act as the implementing partner/co-ordinator of the first phase including a territorial diagnosis and to establish a focal point for all the municipalities involved together with the Ministry of Culture, Youth and Sport. However, the project was postponed at the end of 2005.

Subsequently, in March 2006, a joint general framework document was developed by external bodies (including CHwB and Interos) which identifies a number of actions to be developed including the need to formulate a management structure, development plans including heritage issues, strategies for resolving difficulties, awareness-raising and fieldwork to assess the condition of heritage assets. A three-phase process was agreed with the Council of Europe to commit different actors from a political and operational perspective involving analysis, development and operational programme stages, and a management scheme has been agreed including an inter-ministerial commission, a man-



agement group made up of different stakeholders and a multidisciplinary secretariat. The partners now include four municipal authorities, 20 local NGOs, the regional institute for the protection of monuments and the Instituto Central per il Resturo.

### *Senje Coal Mine Project, Serbia*

A preliminary technical assessment of the architectural and archaeological heritage of the site has been conducted through an integrated rehabilitation project within the Regional Programme for South-East Europe.

The Senje Coal Mine is Serbia's oldest coal mine (dating from 1853) and forms part of an ensemble of buildings of an industrial community (including houses, a railway station and other community buildings) which is now in economic and physical decline and in need of new sources of income and employment. The village is also situated in unspoilt countryside. The site and area are significant in cultural and natural heritage.

The project is to be developed by a number of partners including four ministries (capital investment, environment, mining and energy and local self-governments), two municipalities and NGOs and others including national institutes. Proposals include an eco-museum using restored industrial buildings and the transformation of the settlement into a cohesive tourist centre including the rehabilitation of historic buildings and development of new buildings, respecting the character of the area, to provide accommodation.

Some preparatory work has been undertaken including the preliminary report assessments of buildings, but the intention is to undertake a much broader outlook with experts from different disciplines (for example, economy, spatial planning, nature and ecology, sociology, tourism, infrastructure, and so on) with a view to making a feasibility study based on social cohesion and utilising the heritage as a factor for development. As part of this process it is intended to formulate a heritage site management plan, which will define short-, medium- and long-term aims and the sharing of responsibilities.

This project is still at an early stage and will require political support at different levels of administration, as well as funding and expert assistance.

## **2. Conclusion of the reports**

The process of introducing sustainable development into the legal and policy framework is just beginning. There is some evidence of sustainable development principles being introduced in legal mechanisms, but this is mainly in the field of environmental legislation. There is a clear indication and a recognised need to develop strategies and policies that reflect the need for sustainable development and, in particular, to recognise the role of heritage in this process.

In relation to organisational structures, overall it can be stated that the idea of sharing responsibilities and co-ordinating activities between the public and private sectors in utilising the heritage as a factor of sustainable development is not much more than a



concept. Some countries can provide isolated examples but these tend to rely on international funding sources. However, the need to develop appropriate co-ordination mechanisms has been identified in relation to a number of projects, some of which have been implemented with a management focus. Moreover, the pilot projects which have been proposed under the Regional Programme for South-East Europe may be regarded as an opportunity to develop good practice arrangements in bringing together different sectors: the private sector and civil society as well as local and state competencies.

Concerning methods of funding, existing funding sources rely heavily on limited public budgets and international donor contributions. Public sources of funding provided to induce private sector action in the heritage is limited – some countries providing small tax incentives and other subsidies. Furthermore there is limited evidence of public sources of funding being used to implement specific management plans and/or for the organisation of sustainable heritage projects. It is clear that there is a need to address the issue of funding and how to use limited funds to induce private sector investment in the heritage.

There is little evidence of the development of implementation and monitoring tools in relation to programmes/projects that will use the heritage as a factor for development. The question of monitoring is not relevant until projects are developed and implemented. However, there is a clear indication, highlighted from the six examples indicated above, that action has commenced in this field. It is too early to provide concrete results from these projects but there is evidence of an intention to develop integrated sustainable projects involving international, private and other partners and an awareness to partner the approach with management and funding. It will only be after a period of time that such projects can be monitored, although in some cases the need to develop measurable indicators has been recognised.

### **3. Lessons from good practice examples**

The expert presentations provided best practice project examples concerning rural heritage regeneration in the Karst Region (Slovenia), the management of the historic tourist centre of Bruges (Belgium), sustainable regeneration of the historic centre in Newcastle upon Tyne (United Kingdom), urban rehabilitation and protected area policies in France including projects concerning a small town (Châtelailon) and a medium-sized town (Rochefort), and an approach to urban heritage management utilised in the Baltic Sea countries (Norway, Sweden, Finland, Denmark, Germany, Poland, Latvia, Lithuania and Estonia).

The key message from the expert presentations was that any form of sustainable development strategy that aims to utilise the heritage as a factor or catalyst in development will need a vision and process that sets out the goals and targets to be achieved over time and appropriate management tools, plans and documents and so on.



There was also a consideration of the value of heritage (encompassing a wide notion of heritage) in terms of what it means to the wider community by reference to identity and how it can benefit local people and regional economies (a theme developed by the presentation of the French notions of heritage and the examples provided in relation to Umbria and the modest timber houses of the Baltic Sea countries). There is also an emphasis on the need for the prudent use of the heritage (as a finite resource) with the aim of striving for its sustainable use to the benefit of the community at large. The heritage offers a unique social and economic development opportunity.

The situation in terms of funding and integrated management tools for projects in the RPSEE participants is very different from the conditions evident in the projects identified in the expert presentations. Nevertheless, the objective of the expert presentations has been to show examples of best practice and, in particular, to explain the processes involved.

The starting point for creating a sustainable project involving the heritage is to create a vision. The common vision for the entire strategy concerning the Karst region in Slovenia expressed the hopes and wishes of local communities about the future of their region over a ten-year period. Similarly, the consultants for the Grainger Town project produced a vision statement to reflect the aspirations for the historic centre over a ten-year period (to be a dynamic and competitive location with a high-quality environment that would play a major role in the regional economy, becoming a distinctive place with a safe and attractive location in which to work, live and visit). The vision is, therefore, a description of what should result from the project and is also a general objective to which a strategy as a whole should be aiming.

To create a vision will require a positive political will. The choice of objectives and decisions relating to any heritage-led strategy will depend upon the will of politicians (whether at national or local levels). Politicians must therefore have an understanding of the needs of inhabitants and of the benefits of rehabilitation (social and economic as well as cultural and environmental). The example of Bruges is indicative in this context as the mayor had formed a small group to brainstorm ideas for the revitalisation/rehabilitation of the town in the 1970s. The subsequent master plan was endorsed by all local political parties. Moreover, the political will to make further changes in relation to streets, parking and traffic to improve the environment of the historic town was evident from actions by a subsequent mayor.

The decentralisation of public sector activities in France has also been beneficial for local heritage-led development activities. The procedure for protected areas or for enhancing the status of towns such as through the *contrat ville moyenne* has required a partnership between the state and the local community and therefore the decision to make specific plans and strategies in these contexts has become an issue for politicians and local inhabitants including business interests. The example relating to renewal of the historic naval town of Rochefort commenced when a political grouping established itself as Rochefort's Renaissance and with the elected representatives set up a specific town planning service close to the mayor with broad powers in relation to drafting planning policies, examining



building permits, managing rehabilitation projects, seeking funding and as a communication channel to local inhabitants.

In both of the examples relating to Bruges and Rochefort the mayor has played a significant role. In other words, the strategies have been developed at a high political level.

It is also important to bring key actors/stakeholders together: a process of joined-up thinking involving an integrated intersectoral approach. Those officials responsible for the heritage can take a lead in bringing key players from different public sector disciplines (representing business, economy and employment, planning and construction/design, heritage, social and housing issues, infrastructure and transport, tourism, and so on) together. The integrated approach should lead to a consensus as to how to develop an effective project/programme strategy. Success in achieving a consensus viewpoint on how to proceed amongst various officials representing different interests is more likely to result in political support for projects (and formulation of appropriate indicators to follow the process). Moreover, the presentation by representatives from UNESCO reiterated that the European Union's principles of sustainable development seek to ensure environmental and cultural integration in territorial planning and the sharing of responsibilities in local development processes.

Different tools of analysis may need to be developed, for example a SWOT analysis (strengths, weaknesses, opportunities, threats) of heritage assets. The Nordic wooden towns project to reconsider the value of the urban heritage of traditional wooden houses provided the example of the SAVE system (Survey of Architectural Values in the Environment) to assist in preserving their character. Subsequent work on sustainable historic towns in the Baltic Sea countries since 2000 has led research networks to study existing management tools with a view to improving them (the links between heritage and identity, planning and transportation; analysis of existing conservation plans and enhancement of research methods involving planners and consideration of the views of local inhabitants; mapping of historical spatial development, urban landscape and heritage through GIS systems; defining character to assist in guiding interventions and change; defining new methods to include the heritage in all levels of plans and linking planning to democratic participation, and so on).

Other forms of legal and policy documents and studies (special laws for areas, master plans/action plans, studies etc.) should be utilised so that the wider heritage, which is important to local identity, rather than just the monumental heritage, is taken into account in all levels of project and planning documents. For example, in Slovenia a legislative Act for the Promotion of Balanced Regional Development enabled the drawing up of a common development programme for two or more municipalities and assisted the development of the specific programme for the Karst region; the master plan for Bruges identified opportunities for social housing for local people through the rehabilitation of historic buildings; and the survey of the condition and vacancy situation of protected buildings in Grainger Town identified those that were at risk as a starting point for rehabilitation action. The master plan and other studies are also important documents for



identifying investment and funding needs and opportunities and a starting point for engaging with the private sector.

An objective assessment of issues to be considered may require the assistance of consultants to assist in developing a strategy. For example, the regeneration of Grainger Town was assisted by two commissioned studies in 1992 and 1996, which apart from dealing with the problems and ways to resolve, also had the aim of providing supporting information to provide the case for public funding as well as identifying investment possibilities from the private sector. Furthermore, the ZZAUPs (architectural, urban and landscape heritage protection zones) in France are based on rules developed locally, with freelance architects and planners playing an important and independent role in developing such rules in discussion with the community.

There is also a need to inspire the local community so that they can share ownership of the process that is intended to shape the place where people live and work. Planning systems should operate in the wider public interest to ensure that development and use of land and property results in better places for people to live (enhancing quality of life). This means the delivery of development (including the sustainable use of the heritage) is needed as well as the protection and enhancement of the natural and cultural heritage. This is specifically the case in planning for specific projects where the heritage is a key factor of development. The outcomes from project planning affect all citizens (residents, businesses and employers, potential investors, and so on) and therefore they must be given the opportunity to play a role in delivering development. Community involvement is vitally important to planning and the achievement of sustainable development. Politicians must also be able to understand the needs of inhabitants and therefore it is important for local people to have a voice in change. A successful strategy should encompass both a top-down and bottom-up approach.

Some pilot actions, involving local people, may be necessary to give visibility to the project. Once the community interest in a project has been secured the stage is right to seek private sector involvement and investment. A co-ordinating body representing different interests will then be necessary to manage the process and ensure that all interests are fully represented. In addition, there will be a need to provide permanent technical staff to support the process. The Grainger Town project in Newcastle's historic core provides a good example in this context as a company was set up to manage and deliver the programme, which had a board of 20 directors from the public and private sectors and community interests and was a partnership of equals, and the actions were implemented by a dedicated project delivery team of officials including staff seconded from the city council's planning and conservation team or other staff previously employed in the private sector. A special service in the municipality for planning building and rehabilitation actions and a multidisciplinary team was also established for the Rochefort project.

It must be stressed that the key is to develop a process before seeking results. While politicians may want to see justified and efficient results the sustainable approach necessitates awareness of long-term objectives/goals and benefits to be achieved. This can



be evidenced by the examples of the Nordic wooden towns/houses projects, Grainger Town in Newcastle, Bruges and Rochefort. Using the heritage as a factor in development means not just using limited funds to conserve aspects of that heritage but also the consideration of how it should be maintained as a strategic asset as an integral part of society and how it can benefit the regional economy. Once the form of process has been established there is then a need to monitor the process by developing indicators to follow it. The achievements identified in Grainger Town in terms of private sector investment, improvement and reuse of historic buildings, creation of new businesses and employment, creation of social and private housing, enhancement of the quality of the environment, etc. relate to targets and goals determined in the vision statement at the commencement of the regeneration project.

### *Summary*

The evidence from the reports points to the need to further explore policy, funding and partnering mechanisms in the context of the implementation scenario. While the expert presentations have provided key considerations for the development and implementation of projects using the heritage as a factor of sustainable development, the proposal to develop pilot projects within the Regional Programme for South-East Europe indicates the need to further examine issues on the ground.

The case examples of Mehemed Paša Sokolović Bridge (Bosnia and Herzegovina), Ethno-Eco Villages (Croatia), Peje/Pec pilot project (Kosovo), Skadar Lake (Montenegro/Albania), Senje Coal Mine Project (Serbia), Old Skopje Bazaar ("the former Yugoslav Republic of Macedonia"), which encompass urban and rural issues, transnational considerations, tourism aspects and links between the cultural and natural heritage as the context for utilising the heritage as a factor of sustainable development, provide a useful starting point and an opportunity for consideration of further study. At the same time the consideration of other projects and programmes in the process of development may also provide an opportunity for examination.

The evidence of good practice processes for sustainable projects in which the heritage is a key factor of development should benefit the development of the projects and programmes. Pilot projects must be utilised to demonstrate new processes and approaches and new joined-up ways of working. It is necessary to move away from purely protecting the heritage to managing it as a resource for the wider benefit of society.

The next stage must be to see how the issues that have been raised in this examination can be translated concretely into the planning of proposals for pilot projects under the regional programme or other projects where these ideas can be utilised. For this purpose it may be beneficial to test these ideas in relation to proposed or actual projects (some of which have been identified above). Further examination of funding mechanisms may also be necessary as a means to engage the private sector as well as other international and NGO assistance.



**European  
Heritage**

# **Sustainable development strategies in Europe**



Council of Europe Publishing  
Editions du Conseil de l'Europe



*The opinions expressed in this work are the responsibility of the authors and do not necessarily reflect the official policy of the Council of Europe.*

All reference to Kosovo, whether its territory, institutions or population, in this text shall be understood in full compliance with United Nation's Security Council Resolution 1244 and without prejudice to the status of Kosovo.

All rights reserved. No part of this publication may be translated, reproduced or transmitted, in any form or by any means, electronic (CD-Rom, Internet, etc.) or mechanical, including photocopying, recording or any information storage or retrieval system, without the prior permission in writing from the Public Information and Publishing Division, Directorate of Communication (F-67075 Strasbourg Cedex or publishing@coe.int).

Cover and text: Documents and Publications Production Department, Council of Europe.

Cover photos:

*Albania* – Northern Albanian water mill (O. Lafe, Ministry of Tourism, Culture, Youth and Sports)

*Bosnia and Herzegovina* – Višegrad (Commission to Preserve National Monuments in Bosnia and Herzegovina)

*Bulgaria* – Vernacular architecture, Stranja region (Ministry of Culture)

*Croatia* – Lubenice, Cres (A. Pisot)

*Montenegro* – Dodosi rural ensemble, Skadar lake (Ministry of Culture and Media of Montenegro)

*Romania* – Biserica Doamnei (Ministry of Culture)

*Serbia* – Senje coal mine (B. Šurdić)

*"The former Yugoslav Republic of Macedonia"* – Old Skopje Bazaar (K. Grchev)

*Kosovo* – Mosque in Mazgit (Ministry of Culture, Youth and Sports)

Council of Europe Publishing  
F-67075 Strasbourg Cedex  
<http://book.coe.int>

ISBN 978-92-871-6371-4

© Council of Europe, September 2008

Printed at the Council of Europe